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ABSTRACT

The purposes of this study were: (1) to examine the affirmative action recruitment and hiring procedures of a selected group of public agencies and to compare them with the Federal Guidelines on Affirmative Action, and (2) using the information gathered from other agencies and the federal guidelines, to develop a model of Affirmative Action Program of recruitment and hiring practices for presentation to the Affirmative Action Committee of the Rancho Santiago Community College District. The objectves of the Rancho Santiago Community College District Affirmative Action Program are: (1) to insure equal employment opportunity for applicants and employees, (2) to overcome underutilization of job categories that have fewer minority and female employees than would be expected in light of their availability, (3) to continuously analyze areas where utilization of minority groups and women is deficient, (4) to correct these deficiencies by seeking applicants from agencies with which minorities and women register for employment, as well as utilizing normal channels of recruitment, (5) to provide on-the-job training programs for employees, (6) to provide on-the-job training for "qualifiable" applicants, (7) to have a training program for the district staff as to the needs and requirements of the Equal Employment Opportunity Program, and (8) to assure that minority and female employees in nonacademic positions are encouraged to apply for promotion and transfer. The means of implementing these goals are given. (DB)

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DEVELOPMENT OF A MODEL AFFIRMATIVE ACTION PROGRAM FOR THE RECRUITMENT AND HIRING OF PERSONNEL IN THE RANCHO SANTIAGO COMMUNITY COLLEGE DISTRICT EDUCATION POLICY SYSTEM

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INTRODUCTION

It was the purpose of this study to: (1) Examine the Affirmative Action recruitment and hiring procedures of a selected group of public agencies and compare them with Federal Guidelines on Affirmative Action. (2) By using the information gained from other agencies and the Federal Guidelines, develop a model Affirmative Action Program of recruitment and hiring practices for presentation to the Affirmative Action Committee of the Rancho Santiago Community College District.

The Board of Trustees and the President-Superintendent of the Rancho Santiago Community College District have directed the Affirmative Action Committee to develop a workable procedure for the recruitment and hiring of personnel. Subsequent to this, two faculty members who are members of the Affirmative Action Committee were given extra compensation and released time from instruction for the development of a procedure for the District.

This practicum will provide additional input to the Committee for their consideration, comparison, and contrast with the procedure being developed by the two representatives of the Committee.

BACKGROUND AND SIGNIFICANCE

Fig. 1 not reproducible due to marginal legibility.

The Rancho Santiago Community College District is located in the center of Orange County (Fig. 1). In this district there is one community college known as Santa Ana College. Santa Ana college has been in existence fifty-eight years. Originally, Orange County was an agrarian area and progressed to serving as a bedroom to the adjacent, more populous county of Los Angeles.

For the last ten years, Orange County has been one of the fastest-growing counties in the United States. The county has been politically conservative and until recently participated very little in actively seeking federal or state monies and assistance for use in education or other governmental activities. This population boom has brought new pressures in the areas of dealing with minorities and minority problems and also in accepting government contracts and/or grants.

This has produced a conflict between personnel hiring practices and non-discriminatory hiring practices. The initial solution was the use of tokenism (selected hiring of minority members for window dressing).

The population of Orange County in 1950 was 216,244 with 4.5% of Spanish surnamed; .4% of Black and other minorities. The 1970 census shows that while the population of Orange County has risen to 1,420,386 the Spanish surnamed population has increased to 11.3% of the population and the Black population .7%.

Within the Rancho Santiago Community College District, which comprises approximately 20% of the land area of the county, the population of Mexican-American, Spanish surnamed is 35% to 42%. Because of intermarriage and Spanish-surnamed females and Anglo males, accurate identification is not possible. The Black population is currently 8% of the

district. 40% of the minorities in Orange County are concentrated in the Rancho Santiago Community College District. This brings greater pressure on the college district for non-discrimination hiring practices over other community college districts in Orange County because the in-migration of minorities in the Rancho Santiago Community College District has been adults as opposed to families with children. Rancho Santiago Community College District, in the period of 71-72, has exhibited an 18.5% enrollment increase, while the Elementary-Secondary School District has registered a 3.3% decrease in enrollment.

The District is composed of two cities with populations of over 75,000 and one city with a population of under 25,000. Adjacent to the district is the city of Garden Grove, which is not part of any community college district of the county; however, the district draws 16% of its enrollment from this area.

On 10-26-71, the Board of Trustees adopted an Affirmative Action Policy Statement (Fig. 2). However, to date no procedures have been adopted to implement this policy or provide guidelines to persons in position to recruit and hire personnel for the district.

In October, 1972, Mr. J. Stanley Pottinger, Director, Office for Civil Rights, from the U. S. Department of Health, Education and Welfare, disseminated a memorandum to college and university Presidents reminding them that Executive Order 11246, "Nondiscrimination under Federal Contracts", applied to all colleges and universities with Federal contracts and that it was expected that all affected colleges and universities comply with the Order and its implementation per the guidelines provided by Executive Order 11246.

RANCHO SANTIAGO COMMUNITY COLLEGE DISTRICT
Santa Ana, California

AFFIRMATIVE ACTION POLICY - PERSONNEL

The Board of Trustees of the Rancho Santiago Community College District hereby reaffirms that as an Equal Opportunity Employer, the District will make an intensive effort to achieve an equitable balance among its employees comparable to the population of the District by providing equal employment without discrimination with regard to race, color, religion, sex, age or physical and cultural handicaps. It is recognized that providing opportunity to both sexes and citizens of ethnic backgrounds will require affirmative action on the part of the District as an employer.

Adopted 10/25/71

Nondiscrimination and Affirmative Action in the Executive Order

Executive Order 11246 embodies two concepts: nondiscrimination and affirmative action.

Nondiscrimination requires the elimination of all existing discriminatory conditions, whether purposeful or inadvertent. A university contractor must carefully and systematically examine all of its employment policies to be sure that they do not, if implemented as stated, operate to the detriment of any persons on grounds of race, color, religion, sex or national origin. The contractor must also ensure that the practices of those responsible in matters of employment, including all supervisors, are nondiscriminatory.

Affirmative action requires the contractor to do more than ensure employment neutrality with regard to race, color, religion, sex and national origin. As the phrase implies, affirmative action requires the employer to make additional efforts to recruit, employ and promote qualified members of groups formerly excluded, even if that exclusion cannot be traced to particular discriminatory actions on the part of the employer. The premise of the affirmative action concept of the Executive Order is that unless positive action is undertaken to overcome the effects of systematic institutional forms of exclusion and discrimination, a benign neutrality in employment practices will tend to perpetuate the status quo ante indefinitely.

WHO IS PROTECTED BY THE EXECUTIVE ORDER

The nondiscrimination requirements of the Executive Order apply to all persons, whether or not the individual is a member of a conventionally defined "minority group". In other words, no person may be denied employment or related benefits on grounds of his or her race, color, religion,

sex, or national origin.

The affirmative action requirements of determining underutilization, setting goals and timetables and taking related action as detailed in Revised Order No. 4 were designed to further employment opportunity for women and minorities. Minorities are defined by the Department of Labor as Negroes, Spanish-surnamed, American Indians, and Orientals.

GOALS AND TIMETABLES

As a part of the affirmative action obligation, Revised Order No. 4 requires a contractor to determine whether women and minorities are "underutilized" in its employee work force and, if that is the case, to develop as a part of its affirmative action program specific goals and timetables designed to overcome that underutilization. Underutilization is defined in the regulations as "having fewer women or minorities in a particular job than would reasonably be expected by their availability." Goals are projected levels of achievement resulting from an analysis by the contractor of its deficiencies, and of what it can reasonably do to remedy them, given the availability of qualified minorities and women and the expected turnover in its work force. Establishing goals should be coupled with the adoption of genuine and effective techniques and procedures to locate qualified members of groups which have previously been denied opportunities for employment or advancement and to eliminate obstacles within the structure and operation of the institution (e.g. discriminatory hiring or promotion standards) which have prevented members of certain groups from securing employment or advancement.

The achievement of goals is not the sole measurement of a contractor's compliance, but represents a primary threshhold for determing a contractor's level of performance and whether an issue of compliance exists. If the

contractor falls short of its goals at the end of the period it has set, that failure in itself does not require a conclusion of noncompliance. It does, however, require a determination by the contractor as to why the failure occurred. If the goals were not met because the number of employment openings was inaccurately estimated, or because of changed employment market conditions or the unavailability of women and minorities with the specific qualifications needed, but the record discloses that the contractor followed its affirmative action program, it has complied with the letter and spirit of the Executive Order. If, on the other hand, it appears that the cause for failure was an inattention to the nondiscrimination and affirmative action policies and procedures set by the contractor, then the contractor may be found out of compliance. It should be emphasized that while goals are required, quotas are neither required nor permitted by the Executive Order. When used correctly, goals are an indicator of probable compliance and achievement, not a rigid or exclusive measure of performance.

Nothing in the Executive Order requires that a university contractor eliminate or dilute standards which are necessary to the successful performance of the institution's educational and research functions. The affirmative action concept does not require that a university employ or promote any persons who are unqualified. The concept does require, however, that any standards or criteria which have had the effect of excluding women and minorities be eliminated, unless the contractor can demonstrate that such criteria are conditions of successful performance in the particular position involved.

PROCEDURE

One of the members of the team secured affirmative action materials, guidelines, and policies from the following:

A. Department of Health, Education and Welfare

B. County of Orange

C. City of Santa Ana

D. Santa Ana Unified School District

E. Grossmont Community College (San Diego)

F. County of Los Angeles

G. Mexican-American (Chicano) Affirmative Action Program for Employer and Employee - Personnel Management Association of Aztlan

The member attended numerous affirmative action meetings in the county at various civic and governmental agencies and also two corporate employers. Extensive interviews followed with individualized agency heads. Pertinent material was duly noted and is included in this practicum. Attitude, concepts, and procedures were analyzed, reviewed, and are utilized in the following paper.

The other member researched the demographic population statistics by contacting the Research, Planning and Development offices of State Employment Office, Orange County Planning Department, and the Rancho Santiago Community College District offices. Analyzed the data secured and wrote the section interpreting the data for this practicum. This member also studied the Affirmative Action Guidelines for Higher Education under Executive Order 11246 and ascertained what procedures and policies are necessary under the guidelines for the recruitment and hiring in higher education.

The procedures, policies and other data secured from other colleges and agencies, etc., were jointly reviewed (after each member read the complete document) to ascertain what portions (if any) of each document met the Guidelines and how well it was presented and stated.

RESULTS

1. Amplification of our policy statement needed.
2. Actively seek steps to increase opportunities for some which shall not result in discrimination for others.
3. Policy shall not be implemented in such a way that standards of employee performance will be reduced, with resultant detrimental effect upon the educational programs of the District.
4. While this District's Affirmative Action Program shall actively seek to bring about a better racial, ethnic and sex balance among employees, it must not come into conflict with the concept of equal opportunity for all.
5. Computerize data of all incoming information on to applicant's abilities, administrative, instructional, etc., expertise. There would be a computerized review of such whenever a vacancy would occur. A letter would automatically be sent to those possible applicants informing them of the opening. Recruitment should be extended beyond the campus.
6. The director of the program should recruit from whatever area is needed so as to get the best possible people for the position or positions.
7. Establish a search committee for all professional openings. The committee shall be composed of:
    1. Affirmative Action Coordinator
    2. Director of Personnel
    3. Two faculty members (at large-rotating basis from a Committee selected from the Faculty Senate)

4. Division Dean of the Professional Discipline being sought
5. Vice-President Academic Affairs
6. Two students (selected by Affirmative Action Coordinator from members of Student Senate)

APPOINTMENT OF AN AFFIRMATIVE ACTION COORDINATOR

The President will appoint, from a list of three persons recommended by a hiring committee composed of two administrators, two faculty members chosen by the Faculty Senate, two students chosen by Student Government, and two classified persons, and the approval of the Governing Board, an Affirmative Action Coordinator.

This coordinator shall function in an advisory capacity to the President and shall meet regularly with the vice-presidents, the deans and the department chairmen to review reports of progress; where necessary this person will recommend to the President corrective action for areas and departments which do not meet the goals of the Affirmative Action Program. It is assumed that such action will be rare and the goals of this program will be achieved by cooperative endeavors.

Under the supervision of the President, the specific responsibilities of the Affirmative Action Coordinator are the following:

a. Establish procedures and methods to overcome the underutilization of minority and female employees;

b. Develop a search strategy for locating minority and women applicants in each department;

c. Undertake a careful review of hiring criteria to make certain the requirements are really necessary for job performance (i.e., are certain degrees really required? Are requisite skills really used?);

d. Review hiring, retention, tenure, and promotion criteria to insure that neither qualified nor qualifiable candidates are excluded from consideration;

e. Devise ways and means of helping to increase the available pool of candidates;

f. Conduct annual reviews of progress and, if necessary, recommend to the vice-presidents that re-evaluation and corrective action be taken;

g. Work with vice-presidents, deans and department chairmen to insure achievement of goals for both certificated and classified staff;

h. Develop and implement an in-service program in human relations for the entire campus community;

i. Attend all meetings of the Affirmative Action Committee plus the Advisory Committee on Equal Employment Opportunity;

j. Implement, with the assistance of the college Personnel Manager, the Affirmative Action ~~Program~~ for the classified and certificated staff;

k. Notify and inform recruiting sources orally or in writing of Affirmative Action Committee policy, stipulating that these sources actively recruit and refer minorities and women for all positions listed - e.g., sources such as Service Employment Redevelopment (SER), Mexican-American Opportunities Foundation (MAOF), State Employment offices, universities, two year and four year colleges, high schools, and training centers with high minority enrollments.

SPECIAL PUBLIC ANNOUNCEMENTS

To facilitate recruitment of minority candidates special advertisement campaigns shall be developed. Black publications such as the SENTINEL, ACC REPORTER, CENTRAL NEWS and SOUTHEAST NEWS utilized. The Mexican-American community contacted through such publications as the LA OPINION. Additionally, advertise in campus newspapers at predominantly minority schools such as Compton City College, Los Angeles City College and East Los Angeles Junior College.

Notify minority and women's organizations and community leaders of AAF policy, preferably in writing (e.g., League of United Latin-American Citizens (LULAC), G. I. Forum).

The Association of Mexican-American Educators (AMAE), the La Raza Faculty Association, Black Educators Association and all relevant job banks should be duly notified.

To measure the success of the various recruitment tools employed, applicants will be asked at the time of examination to indicate how they first heard about the job opportunity for which they are applying.

RECRUITING SOURCES - FEMALE

New and different efforts need to be extended to recruit women. Contact will be made with women's professional organizations and other sources for assistance in developing more effective means of recruitment. Speakers will be made available to these organizations to personally encourage women to apply. All position vacancies will be advertised throughout the community and in many cases throughout the state or throughout the nation. An extensive mailing list shall be maintained containing such recruitment sources as placement centers, colleges and universities, military establishments, minority oriented groups, other cities, counties, school districts, trade schools, vocational rehabilitation agencies, military separation centers and the Chamber of Commerce.

JOB ANNOUNCEMENTS

All job announcements and brochures will be in written form and posted in such a manner as to provide public notice for a minimum of two weeks prior to the closing date for receipt of applications. The job announcements contain information concerning the duties, compensation, pre-requisites and benefits of the position.

The Personnel Department will utilize a practice of maintaining interest card files. Under this system, persons seeking employment with the District, but finding no current vacancies, may file an interest card for a specific

position. When vacancies occur in those occupational interest areas, they are notified by mail of the period in which to file an application. Administrators, Department Chairmen, will seek opportunities to speak before minority and women's groups and to provide counseling on employment opportunities on-going.

Minority and female employees will be actively encouraged to refer applicants.

"An Equal Opportunity Employer" statement will be used in all advertising for all positions. A similar statement shall be included on job announcements, brochures and employment applications.

OBJECTIVES

The objectives of the Rancho Santiago Community College District Affirmative Action Program are the following:

1. To insure equal employment opportunity for every available applicant and employee, without regard to race, color, religion, age, sex, or national origin.
2. To overcome underutilization of job categories having fewer minority and female employees than would reasonably be expected by their availability.
3. To carry on an active program of analysis of areas where utilization of minority groups and women is deficient.
4. To actively work to correct these deficiencies by seeking applicants from agencies where minorities and women register for employment, in addition to utilizing the normal channels of recruitment.
5. To provide selected on-the-job training programs for employees in order to qualify them for promotional opportunities.
6. To provide on-the-job training for **"qualifiable" applicants in selected job classifications.
7. To carry on a training program, one of the purposes of which is to increase the awareness of administrators, faculty members, and supervisors to the needs and requirements of the Equal Employment Opportunity Program.
8. To assure that all present minority and female employees occupying non-academic positions shall be encouraged to apply for promotion and transfer opportunities.

IMPLEMENTATION

In order to fully extend the expressed purposes of the program, and to accomplish the stated goals, concerted efforts shall be exerted to overcome deficiencies by:

1. All personnel shall be hired on the basis of merit, in full compliance with Title VII of the Civil Rights Act of 1964, and shall be given equal employment opportunity without regard to race, color, sex, age, creed, or national origin.

2. All new appointments of classified staff of ten or more working days duration, temporary or otherwise, shall be made only from the file of eligible and qualified applicants in the College Personnel Office. All such opportunities shall be announced initially by the Personnel Office by means of bulletins circulated on campus and to agencies in the county where minority and female applications are on file. Interested applicants must apply direct to the Personnel Office. Vacancies will be posted for a minimum of one week.

3. Job specifications will be formulated jointly by the supervisor of the area of employment and the Personnel Office and shall be stated in the notice of vacancy. No applicant shall be considered on any qualifications other than those announced.

4. The Personnel Office will administer appropriate tests.

5. In some instances, a minority or female applicant may not be qualified, but is judged to be qualifiable. Wherever possible, special consideration will be given for a limited period of time to provide "on-the-job" training, so that an opportunity to become qualified is made available.

6. In those areas where there is "underutilization" of minority members and/or women, it may be necessary to increase emphasis in recruiting of minority or female applicants in order to achieve Affirmative Action Program goals.

7. Employment advertisements shall be inserted in publications with wide minority and female circulation.

8. Employment advertisements inserted in publications will not be listed according to sex.

9. The phrase, "An Equal Opportunity-Affirmative Action Employer" shall be included in all advertisements and bulletins.

10. A training program for all supervisors shall be maintained which shall include instruction in human relations and communications as they relate to minority and female applicants and employees. This training program shall also include instruction on interviewing job applicants. Attendance at these training sessions shall be mandatory.

11. All possible effort shall be exercised to eliminate individual bias in the selection process. Application forms contain space for evaluation of applicants; acceptable explanations shall be provided for those applicants not selected.
12. The task of interviewing shall not be delegated to persons not qualified for the function.
13. The supervisor makes recommendations and shall send to his administrative superior for review and concurrance prior to sending a recommendation to the Personnel Department the name of the person determined to be acceptable for the position. This selection shall not occur before the elapse of the announced period for interviews.
14. The Director of Personnel and the Affirmative Action Coordinator will determine whether the requirements of the law and the policies of the institution have been met. If so, the letter of appointment shall be originated by the Personnel Manager. No appointment shall be considered valid unless these conditions have been met.
15. If the Affirmative Action Coordinator finds that compliance with existing laws and policies has not occurred, an effort shall be made to reach an agreement before final appointment is made.
16. Records shall be maintained in the Personnel Office as to applications received and disposition made of them.
17. The Affirmative Action Coordinator shall have the responsibility for implementation of all Affirmative Action programs.
18. A periodic analysis of all employment procedures, both academic and nonacademic, shall be performed. Once a year each area on campus will provide a report on total numbers of employees in that specific area, and the total number of minority and female employees will then be recognized and special efforts will be exerted to overcome tnis

18. Cont'd

specific deficiency. Regular progress reports will be maintained to measure degrees of successful implementation. (Forms will be provided by the College Personnel Office which will be used in supplying this information.) At the end of each year, progress and results will be reviewed; recommendations for goals for the coming year will then be made.

If special problem areas are identifiable before or by the end of the year, special efforts shall be directed toward these areas to insure achievement of goals.

19. The College Personnel Office shall be responsible for generating the following reports pertaining to progress in affirmative action to the College President:

a. A Recruitment Report, indicating the number of contacts made (plus the method of contact) to agencies, schools, individuals, or other sources of minority and female applicant referral;

b. An Applicant Tally, recording the number of qualified minorities and women who apply but for whom no openings are immediately available;

c. A New Hires Report, indicating the source of referral or or employed minority and female classified staff members;

d. A Termination Report, indicating the reason for separation of all minority and female classified staff members, and comparing the rate of termination of these under-represented groups to that of all other classified staff members;

e. A Promotable Employees Form, listing all employees who are qualified or who are qualifiable for promotions as career openings occur in positions requiring greater responsiblity.

20. At all locations where interviews are performed, notices shall be displayed that Rancho Santiago Community College District is an "Equal Opportunity-Affirmative Action Employer."

HIRING

A. Since the basis for selection at the departmental level, this department will cooperate with the Department of Personnel in setting up job descriptions that are valid and job related. It will also request the Personnel Department to write job specifications that are clear to the applicant.

B. Each department will review its entire departmental selection procedures to assure that job related standards are used in every process of selection. The assistance of the Affirmative Action Coordinator will be available for consultation by any Dean or person serving on any interview or search committee.

C. Interview or search panel or committee will be established which include minorities and women.

D. All interviews will focus on job related qualifications.

E. The department shall be guided by the Rancho Santiago Community College District procedures and policies and the Equal Employment Opportunity Commission's selection guidelines in setting up its departmental selection procedures. This will be applied to all miniumum requirements as well as physical requirements.

F. The selection of candidates for interviews and appointments will be based on the following criteria:

1. Test scores, experience and education will be considered as

F. no more than indicators of potential ability to perform.

2. Every effort will be made to interview all referrals unless their application indicates they are definitely not qualified or qualifiable. However, from a practical perspective, exception to this procedure will be taken when the number of referrals far exceeds the time available for interviewing. Guidelines will be established to insure minorities and women the opportunity for an interview.

RECOMMENDATIONS

This model of Affirmative Action Program for the recruitment and hiring of personnel in the Rancho Santiago Community College District will be presented to the College's Affirmative Action Committee for review and possible implementation.

The President of the College and the Board of Trustees are interested in a workable model and in asking that the College Affirmative Action Committee group work diligently on such.

The Staff Development Office at the Rancho Santiago Community College District, following the suggestion of the Affirmative Action Committee and the administration, secured the services of Gwen Crockett from the Department of Labor to help guide discussion among eighty administrators, division and department heads here at the College. The discussions were directed at a better understanding and implementation of Federal Guidelines as presented in Executive Order 11246.

It is recommended that the model be implemented as soon as possible. The staff and instructors will need more orientation as to process and understanding. Therefore, it was recommended that Ms. Crockett, again be invited to return to this campus to continue the dialogue with staff members as to direction and objectives of affirmative action. Ms. Crockett is a Black with sixteen years experience as a lawyer.

The next objective for consideration is the attitudinal condition of staff members. Workshops should follow over the next two years so as to better inform college district staff.

The college Staff Development Office should schedule and plan further workshops for better understanding of the Affirmative Action process and how it will result in better working conditions for all.

It is further recommended that consideration be given to integrating Affirmative Action Committees with non-minority representatives. Presently our research has indicated that Affirmative Action programs are generally staffed with minorities only. This burdens such committees in their implementation of Affirmative Action programs by possible non-acceptance from majority staff members who see Affirmative Action as a personal threat or as an intrusion into their freedom of choice. This should result in better acceptance by the entire staff of a college district and assist in providing equality of opportunity and utilization of all persons.

DEFINITIONS

AFFIRMATIVE ACTION: is a set of specific and result-oriented procedures to which a contractor commits himself to apply every good faith effort. The objective of those procedures plus such efforts is Equal Employment Opportunity. Procedure without effort to make them work are meaningless; and effort, undirected by specific and meaningful procedures, is inadequate. An acceptable Affirmative Program must include an analysis of areas within which the contractor is deficient in the utilization of minority groups, and women, and further, goals and timetables to which the contractor's good faith efforts must be directed to correct the deficiencies and, thus, to increase materially the utilization of minorities and women at all levels and in all segments of his work force where deficiencies exist.

**QUALIFIABLE: if he/she meets the minimum standards for the appropriate Community College Partial Fulfillment Credential and agrees to pursue course work at an approved college or university leading to the attainment of a fully-satisfied or life credential.

CLASSIFIED EMPLOYEE: An employee of a community college or school district whose job function does not require a credential authorizing service by the State Department of Education or any political subdivision thereof.

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